

COUNCIL AGENDA STATEMENT

Item No.: _____
Meeting Date: 12/13/05

ITEM TITLE: Public Hearing: Consideration of the City's Comprehensive General Plan Update (GPU) and related Otay Ranch General Development Plan, Resource Management Plan, and the City's Multiple Species Conservation Program Subarea Plan Amendments

Resolution: Approving the City's Comprehensive General Plan Update, with the exception of the Land Use Map and Land Use and Transportation Element Provisions for the Downtown Third Avenue District (Section 9.5.1), and the H Street Corridor District and its Focus Areas (Sections 9.5.2, 9.5.3 and 9.5.4), Repealing the Montgomery Specific Plan, and Amending the City's Multiple Species Conservation Program Subarea Plan

Resolution: Approving the City's Comprehensive General Plan Update Land Use Map, and Land Use and Transportation Element provisions (Section 9.5.1), regarding the Downtown Third Avenue District

Resolution: Approving the City's Comprehensive General Plan Update Land Use Map, and Land Use and Transportation Element provisions (Sections 9.5.2, 9.5.3 and 9.5.4), regarding the H Street Corridor District and its Focus Areas

Resolution: Approving Amendments to the Otay Ranch General Development Plan and Resource Management Plan

SUBMITTED BY: Director of Planning and Building

REVIEWED BY: City Manager (4/5ths Vote: Yes__ No X)

The General Plan is the City's blueprint for the future. State law requires the City to create and then periodically update its General Plan so that it provides direction through elements such as land use, housing, environmental and others. The California Environmental Quality Act (CEQA) also requires an environmental analysis and disclosure before the General Plan is

adopted or updated. The draft City of Chula Vista General Plan meets all of the requirements of State law, and does much more.

In April 2002, the City hosted a “town hall” meeting at Chula Vista High School to kick off the City’s comprehensive General Plan Update (GPU) effort. This was the first in a series of six such town hall meetings, and over 70 citizen committee meetings spanning a four-year period to gather and digest the thousands of public comments from all segments of the community, and other technical inputs, in preparing the updated year 2030 vision for Chula Vista that is reflected in the proposed General Plan Update documents before you for action.

Staff produced this draft plan by beginning with the five City Council strategic themes (Connected and Cohesive Community; Strong and Stable Neighborhoods; Economic Development; Diverse Cultural, Educational Recreational and Economic Opportunities; and Cost Effective Government and Fiscal Stability) and refining them through public input to create a vision for the future. Working with qualified consultants, and through the assistance and guidance of the four citizen committees, a plan consisting of recommended land uses and policies has been created to further these initiatives and provide the opportunity for Chula Vista to become a world-class city.

The Draft General Plan unifies Chula Vista as a single, full-service city through an integrated transit network and by developing major activity centers in both the east and the west.

The Draft General Plan provides new opportunities for our residents through designating land for a collaborative university campus, which will provide the tools to enable individuals to compete for high-paying jobs within the proposed regional technology park.

The Draft General Plan also encourages a full range of housing types and densities in order to provide safe, affordable housing opportunities for all economic segments of our population.

While development activity under the Draft General Plan will ultimately result in a city of over 300,000 residents, environmental stewardship is not forgotten. The Draft General Plan recognizes and furthers the strides the City has made in the areas of growth management, habitat preservation, sustainability and historic preservation.

Finally, the Draft General Plan provides guidance for the City of Chula Vista to reach its potential through growth and renewal while continuing to respect the existing people and places that make us unique.

RECOMMENDATION: Staff recommends that Council:

1. Adopt the Resolution approving the Comprehensive General Plan Update with exceptions, repealing the Montgomery Specific Plan, and amending the City’s MSCP Subarea Plan, with the following provisions:
 - a. Approve the September 2005 re-released Draft General Plan (referenced as Document 1 of 2);

- b. Approve incorporation of the September 2005 edits (referenced as Document 2 of 2);
 - c. Approve incorporation of the further edits regarding Transit Focus Areas as presented in Attachment 1;
 - d. Approve staff's supported land use alternatives, and related General Plan Update text erratas for the Freeway Commercial and Gun Club areas, as presented in Attachments 3A & 3B;
 - e. Approve the miscellaneous, additional corrections as presented in Attachment 5;
 - f. Approve the GPU land use alternatives and text revisions for the South Broadway and South Third Avenue areas as presented in Attachment 7A and 7B;
 - g. Approve the MSCP Subarea Plan mapping amendment as presented in Attachment 11.
- 2. Adopt the Resolution approving the Comprehensive General Plan Update Land Use Map and Land Use and Transportation Element provisions regarding the Downtown Third Avenue District.
 - 3. Adopt the Resolution approving the Comprehensive General Plan Update Land Use Map and Land Use and Transportation Element provisions regarding the H Street Corridor District and its Focus Areas.
 - 4. Adopt the Resolution approving the Otay Ranch General Development Plan and Resource Management Plan Amendments, including staff's land use recommendations and text erratas for the Freeway Commercial and Gun Club areas as presented in Attachments 4A and 4B, and the ORGDP clarification revisions in Attachment 6; and,
 - 5. Direct staff to prepare a GPU Implementation Program consistent with Chapter 11 of the updated General Plan, and return that program to Council within 120 days.

BOARDS/COMMISSIONS RECOMMENDATION:

Planning Commission- The Planning Commission is scheduled to conduct a public hearing on the GPU on December 8, 2005, and if needed a second hearing/meeting on December 12, 2005, to consider the FEIR and GPU, and to form its recommendations to the City Council. Due to the size and complexity of the GPU, this staff report is being distributed to Council in advance of those meetings. As a result, staff will forward a separate communication to Council subsequent to that hearing(s), summarizing the Planning Commission's recommendations, and will also address those recommendations to Council as part of staff's oral presentation to Council on the GPU.

Section II.C and Attachment 2 of this report also summarize prior presentations and discussions regarding the GPU with both the Planning Commission and City Council over the duration of the GPU process.

Resource Conservation Commission – The Resource Conservation Commission (RCC) reviewed the Re-circulated Draft EIR on October 17, 2005. After reviewing and discussing the document, the RCC voted 5-1-0-0 (*Commissioner Stillman opposed*) to recommend the certification of the Final Environmental Impact Report (EIR) by the City Council. The RCC found the document to be in compliance with the California Environmental Quality Act (CEQA).

GPU Steering Committee - At its June 14, 2004 meeting, the Steering Committee completed its recommendations for the Preferred Alternative, in advance of a June 21, 2004 workshop to present these recommendations to the public. The results were summarized in the status report to the City Council on July 13, 2004, where Council accepted the report authorizing staff to finalize and release the GPU Preferred Alternative/documents for formal public review. There are two areas where staff's recommendation varies from the Steering Committee's regarding the Preferred Alternative, and which are discussed further in Section II-C of this report on page 12.

As the Planning Commission and City Council are aware, the City received numerous comments on the Plan and DEIR in early 2005, and decided to pause the GPU process to consider revisions to the Plan and the DEIR. Staff completed proposed draft Plan revisions in July, and met with the Steering Committee to review those revisions at meetings on July 14 and August 8, 2005.

Among its comments at those meetings, the Steering Committee had two principal recommendations for changes to the proposed edits as follows:

- The Steering Committee preferred an option that retained the potential for high-rise buildings in the Eastern Urban Center (EUC), and in the two Transit Focus Areas (TFAs) at the E Street/I-5 and H Street/I-5, but not within the TFA near H Street/Third Ave. The Steering Committee felt that, due to the proximity of the H Street/Third Ave. TFA to the older, downtown "village" area, a mid-rise designation (maximum 90 foot height) for that particular TFA is more compatible with the community character of the surrounding area.
- The Steering Committee requested that an eighth theme be added to the GPU based on the notion of "harmonizing change", where new development and redevelopment take cues from the existing land use context.

Pursuant to City Council direction on August 18, 2005, staff included the requested eighth theme in the revised GPU documents released for public review on September 19, 2005.

On November 1, 2005, the City Council requested that staff include a GPU option for consideration that would apply mid-rise height limits to the TFA at H Street/Third Ave., along with other clarifications. Proposed edits to this effect are presented in Attachment 1 for Planning Commission and Council consideration.

GPU Subcommittees - Each of the three GPU Subcommittees were involved primarily in the review of public inputs, and information from various baseline studies, in preparation of recommendations to the Steering Committee regarding the development of the GPU Visions and Goals, and in the preparation of drafts of select General Plan Elements as follows:

- Economic Development Subcommittee – Economic Development Element
- Public Facilities & Services Subcommittee- Public Facilities and Services Element, and Growth Management Element.
- Environment, Open Space & Sustainable Development Subcommittee- Environmental Element.

As a result, the recommendations of the Subcommittees are effectively embodied through the content of those elements, and where land use and/or transportation matters were related, through the Land Use & Transportation Element content, which was focused on by the Steering Committee.

DISCUSSION:

I. GENERAL/BACKGROUND INFORMATION

A. State and Other Requirements Regarding the GPU

California state law requires each city to adopt a comprehensive, long-term general plan for the physical development of the city and any land outside its boundaries that relate to its planning and operation. Chula Vista's current General Plan, last comprehensively updated in 1989. General Plans typically look 25-30 years into the future, and are revisited and updated about every 10-15 years.

State planning law requires that every General Plan must include seven mandatory "elements" (or topics): land use; circulation; housing; conservation; open space; noise; and safety. State law and the State General Plan Guidelines published by the State Office of Planning and Research (OPR), also suggest a number of optional elements jurisdictions may address such as economic development, public services, and growth management. Although state law establishes this set of basic issues, and minimum content requirements, for consideration in local general plans, each city and county determines the relative importance of each issue to local planning, and decides how they are to be addressed in their general plan. As a result, no two cities or counties have general plans that are exactly alike in form or content.

A comparison of Chula Vista's existing General Plan and the proposed GPU with State mandatory and elective components is presented in Section II.A of this report.

B. Summary of the 4-year General Plan Update Process

The General Plan Update process was framed around a multi-year *Chula Vista Vision 2020* public outreach program organized into four phases:

- Phase I – Program design and initial community outreach, including a Town Hall and Community Festival, an innovative "Vioneering" program, and establishment of citizen committees.

- Phase II – Issue identification, preparation of Vision & Goals, and undertaking areawide background studies.
- Phase III – Development of draft General Plan Alternatives and Policies.
- Phase IV – Preparing and reviewing draft General Plan documents, holding public hearings and adopting the Plan

The results of public outreach efforts are summarized in several reports completed at various stages in the process. The proposed General Plan Update is the product of one of the most ambitious public involvement efforts in the City's history, with six town hall style meetings, over 70 citizen committee and other public meetings, thousands of volunteer hours, and receipt of approximately 8,000 public comments over the different stages of the process. This program extended the time frame for completion of the update beyond the original schedule, but resulted in an improved product that reflects broad public support. Attachment 2 provides more details on the phases of the overall work program, and also summarizes previous General Plan meetings with the Planning Commission and City Council.

C. Prior Planning Commission and Council Input and Direction

During the four-plus-year process, much of the direction and content of the final GPU has been previously shared with the Planning Commission and City Council through 18 workshops or meetings dating from April 2002 to November 2005. This excludes any meetings related solely to work programs, budget and contracts. The subject matter of those meetings has addressed a variety of topics, and related inputs and direction including:

- Status and progress updates;
- Review and discussion of: public comments/input; related report products; suggested direction, such as Town Hall and Visioneering summaries; and the GPU Vision and Goals report;
- Review and input on key planning issues and policy implications;
- Review and input on early plan concepts and alternatives, and direction to proceed with analysis and related public review and discussion;
- Review and input on developing final plan alternatives and a preferred alternative; and
- Review of final land use and transportation proposals, and the organization and content of the proposed GPU document in preparation for hearings initially anticipated in Spring 2005.

A summary of the workshops/meetings is presented in Attachment 2. Following is an overview of the most recent actions regarding direction on the GPU documents being presented:

- August 18, 2005 - At this joint Planning Commission/City Council workshop to review proposed GPU documents prior to release for a second formal public review, Council (among other inputs) directed staff to include the harmonizing

change theme, and to release the GPU edits as proposed by staff for public review along with the re-circulated Draft EIR. The proposed GPU edits and a re-circulated Draft Environmental Impact Report were released for public review on September 19, 2005.

- November 1, 2005 - At this Council meeting, staff presented potential proposed edits regarding Transit Focus Areas and related design considerations, and was directed to include an option for action which included those edits, and which would limit building heights to mid-rise in the TFA at H Street and Third Ave. That option language is presented in Attachment 1.

D. Proposed General Plan Update Discretionary Actions

The proposed discretionary actions associated with the General Plan Update consist of the following:

1. City of Chula Vista General Plan Amendment-

A General Plan Amendment (GPA) is required for the comprehensive update to the City of Chula Vista General Plan. The proposed GPA includes provisions to:

- a. Adopt a new General Plan text, comprised of five new Elements consisting of revisions to the Elements comprising the current General Plan, with the exception of the current Housing Element. The proposed new Elements consist of the following: Land Use and Transportation Element; Economic Development Element; Public Facilities and Services Element; Growth Management Element; and Environmental Element. The proposed General Plan text also contains four background/introductory Chapters (1-4), and a new Implementation Chapter (11).
- b. Adopt a new General Plan Land Use Diagram to provide for land use changes within focused areas, and to establish the following new land use designations: Mixed Use Residential; Mixed Use Commercial; Mixed Use Transit Focus Area; Urban Core Residential (28-60 dwelling units/acre); Open Space Preserve; Open Space-Active Recreation; Regional Technology Park; and Areas Acquired for Open Space in accordance with the definition of these proposed land use categories in the proposed Land Use and Transportation Element.

With regard to the MSCP, designation of all areas within the Chula Vista MSCP Preserve are proposed to be changed to Open Space Preserve, and other amendments along development edges and the preserve areas are proposed to create consistency with the approved MSCP.

The Land Use Diagram also adds a Town Center, and University Study Area to the Special Plan Area category, deletes the prior Thoroughfare Commercial designation, redesignates prior Village Cores to Mixed Use Residential, and the prior Specialty Conference Center designation to Public Quasi-Public.

- c. Adopt a new Circulation Diagram including four new roadway classifications within the Urban Core area of western Chula Vista, a new Town Center Arterial designation within portions of the Otay Ranch in eastern Chula Vista, and a new citywide transit system network based on SANDAG's regional transit vision.
2. City of Chula Vista Multiple Species Conservation Program (MSCP) Subarea Plan, Otay Ranch General Development Plan, and Otay Ranch Resource Management Plan Amendments regarding open space and MSCP preserve provisions:
 - a. Amend the Otay Ranch General Development Plan and RMP to redefine the eastern and southern boundaries of Villages 9, 10 and 11 consistent with the adopted City of Chula Vista MSCP Subarea Plan.
 - b. Amend the Otay Ranch General Development Plan and RMP to include approximately 52 acres of developable university land in the southeastern portion of Salt Creek, consistent with the adopted City of Chula Vista MSCP Subarea Plan.
 - c. Amend the General Plan and Otay Ranch General Development Plan land use maps by adding a note that clarifies which development areas have been acquired for open space purposes within Villages 14, 15 and Bella Lago.
 - d. Amend the City of Chula Vista MSCP Subarea Plan to implement a mapping correction to change approximately 45 acres of active recreation land uses within the Otay River Valley to Preserve, as depicted on Attachment 11.

3. Otay Ranch General Development Plan Amendments

Amendments are proposed to the Otay Ranch General Development Plan, consisting of revisions to the GDP text and to the GDP land use maps and tables that are consistent with the proposed General Plan Amendment. These amendments correspond to the changes in the General Plan described above.

4. Repealing of the Montgomery Specific Plan

The proposed General Plan Update Land Use and Transportation Element contains a Southwest Area Plan which covers the Montgomery Specific Plan area. Relevant policies and other provisions from the 1988 Montgomery Specific Plan are included within the Southwest Area Plan, along with current information and new policies and provisions. As a result, the Montgomery Specific Plan is proposed to be repealed with the effective adoption of the General Plan Update. The Southwest Area Plan calls for preparation of other, more focused specific plans for several districts, including Palomar/Gateway, West Fairfield, Main Street, and South Third Avenue.

II. GPU STRUCTURE AND CONTENT

A. Overview of Proposed General Plan Update Structure in Relation to State Requirements and the Current General Plan

Chula Vista's General Plan Update is organized into eleven chapters. The first four chapters present background information and context, and consist of: (1) Preface; (2) Introduction; (3) Chula Vista in Perspective; and (4) Vision and Themes. Chapters 5-10 feature the six Elements, and Chapter 11 is General Plan Implementation.

As shown in the table below, this six Element format represents a condensing from our current General Plan's ten Elements, but none-the-less still contains the necessary content for all of the seven State-mandated elements, as well as content regarding many of the suggested or elective elements, including the new Economic Development Element. As discussed earlier in Section I.A of this report, while State law does mandate content for seven "elements", it does not dictate how local General Plans are structured in providing that content, or the content of any elective "elements".

Combining the Elements is intended to make the plan more understandable and easy to use by discussing and presenting related topics together, and aligning document organization and content with the major themes.

STATE MANDATED (7)	STATE ELECTIVE (6)	CURRENT CHULA VISTA (10)	PROPOSED CHULA VISTA (6)
<ul style="list-style-type: none"> • LAND USE • CIRCULATION • HOUSING • CONSERVATION • OPEN SPACE • NOISE • SAFETY 	<ul style="list-style-type: none"> • SUSTAINABLE DEVELOPMENT • PUBLIC FACIL. • PARKS & REC. • WATER • ENERGY • ECON./FISCAL 	<ul style="list-style-type: none"> • LAND USE • CIRCULATION • HOUSING • OPEN SPACE & CONSERV. • NOISE • SAFETY • PUBLIC FACILITIES • PARKS & REC • CHILD CARE • GROWTH MANGEMENT 	<ul style="list-style-type: none"> • LAND USE & TRANSPOR. • HOUSING • ENVIRONMENTAL • PUBLIC FACILITIES & SERVICES • GROWTH MANAGEMENT • ECONOMIC DEVELOPMENT

A standardized format is used throughout the updated General Plan. Each Element contains introductory text describing how it implements the vision and eight themes (the building blocks for the General Plan Update, created by four citizens' advisory committees (see GPU Chapter 4), and how it relates to other elements, plans and policies. An overall goal (a broad statement that guides action) is stated and topic areas identified. Each topic is discussed, followed by an objective(s) (a statement of a desired end) and policies (a rule or course of action that indicates how an objective will be achieved).

B. Overview of Proposed General Plan Element Content

The ***Land Use and Transportation Element*** combines land use and circulation elements into one. By combining them, the Chula Vista General Plan recognizes and emphasizes the important link between land use designations, intensity of development, and mobility. It reflects anticipated levels of development, the road system necessary to serve that development, and alternative forms of transportation available to move people and goods. The element includes discussion of the relationship between the element and state planning requirements, the General Plan Vision and Themes, and related plans and programs. Pertinent background information is presented on various topics covered by the element, with additional reports and plans referenced if the user needs further detail. It also discusses the underlying principles that form the basis for the General Plan Land Use and Circulation classifications and diagrams.

The currently adopted ***Housing Element*** is included in the General Plan Update. An update of the Housing Element is under way pursuant to State requirements, with City adoption of the new Housing Element anticipated early next year. The Housing Element process is subject to regional housing needs as determined by the California Department of Housing and Community Development (HCD) and a Regional Housing Needs Assessment (RHNA) prepared by the San Diego Association of Governments (SANDAG) that distributes this need to local jurisdictions by income categories. The RHNA is to be provided to local jurisdictions approximately 12 months prior to Housing Element update completion. In this housing element cycle, the RHNA was not adopted by SANDAG until late February 2005. The existing Housing Element is in effect until a revised Element is adopted in early 2006.

The ***Environmental Element*** combines conservation, open space, safety, and noise elements into one, and is divided into the following sections: Conservation, Open Space, Natural Hazards, Hazardous Materials and Waste, and Noise. It addresses relevant environmental issues, including open space; water quality and conservation; biological resources; mineral resources; air quality; cultural resources; agricultural resources; energy; noise; and geologic, flood, and wildfire hazards.

The ***Economic Development Element*** establishes policies to ensure the long-term vitality of the local economy, and is modeled upon the City's adopted Economic Development Strategy. The purpose of the Element is to help develop and guide employment and business ownership opportunities in Chula Vista, and encourage appropriate economic and business development in the City.

The ***Public Facilities and Services Element*** establishes the City's plan to provide and maintain infrastructure and public services for future growth without diminishing services to existing development. Public facilities collectively refer to utilities such as water, sewer, drainage, power and telecommunication services. Public services collectively refer to schools, library, law enforcement and fire protection. Public facilities and services that enrich the community, such as parks, recreation centers, art and cultural facilities and programs, childcare opportunities and health and human services are also addressed in this element.

The ***Growth Management Element*** describes the various components that together create the overall growth management program that guides future development in the City.

C. Proposed Amendments Differing from Previously Distributed General Plan Update Materials

When the General Plan Update was originally circulated for public review in early 2005, there were substantial comments and concerns expressed as to how and under what circumstances high-rise buildings might occur, as well as concerns regarding protections to overall community character and the preservation of stable neighborhood areas, particularly within the older core area of downtown that the public has termed "the village". In response to these and other comments, staff prepared a set of edits to the GPU, which included expanded discussions, policies and criteria on the topics of urban design and form, stable neighborhoods protections, historic preservation, and the circumstances under which potential high-rise buildings could be considered in the TFAs. Those edits were released for public review, along with the original GPU document and the re-circulated DEIR, on September 19, 2005.

In addition, there are two instances where staff's recommendations vary from those of the Steering Committee Preferred Alternative. These are also discussed below.

Transit Focus Area Design Considerations and Building Heights (see Attachment 1)-

Since the September 2005 release, there has continued to be substantial public comment and discussion regarding the provisions for potential high-rise buildings within the proposed TFA at H Street and Third Ave. In response (and as noted earlier in this report), staff prepared potential additional GPU text edits (beyond those released on September 19) to provide an option limiting building heights to mid-rise within the H Street/Third Avenue TFA, along with policy enhancements to better clarify design considerations for the form and massing of larger buildings to be applied to all TFAs, and the interface between the TFAs and surrounding areas.

Following is a summary of these proposed errata edits along with references to content as presented in Attachment 1:

- Building heights within the H Street/ Third Avenue TFA would be limited to mid-rise heights. (See page 3, policy LUT 2.3; page 8; page 9, policy LUT 49.13; page 10; page 11 and page 12, policy LUT 53.3)

- To further ensure that new development in all the TFAs is sensitive to surrounding neighborhoods, additional building setback, step-back and design provisions are proposed. (See page 1; page 3, policy LUT 2.5; page 4, policy LUT 3.3; page 5, policies LUT 4.6 and 6.3; page 7, policy LUT 7.6)
- New development within all TFAs would be required to include features to soften the transition to adjacent areas. (See pages 1 & 2; page 6, policy LUT 7.5)

The above proposed provisions and policies would not be detrimental to, or inconsistent with realizing a successful TFA at H Street/Third Ave. High-rise building forms are not necessary to achieve the density/intensity intended for the TFAs, but are primarily intended to provide visual identification and landmarks at these key areas. Of the three TFAs in the Northwest area, the two along the Interstate 5 corridor are most important in creating visual landmark identification along a major, regional travel route, and at the primary western entrances to the City and the future bayfront development. The desired demarcation at the H St/Third Avenue TFA is more internally focused to highlighting the southern entrance to the downtown Third Avenue corridor. Necessary identification for this community entrance through architectural uniqueness and other elements could be successfully accomplished with mid-rise building forms.

Staff Recommended Land Use Alternatives (see Attachments 3A,B and 4A,B)-

Freeway Commercial Focus Area –

Staff supports an alternative to the Steering Committee's Preferred Alternative recommendation for Mixed Use Residential on the northerly 35 acres of the Freeway Commercial Focus Area in the Otay Ranch Subarea. Staff recommends this area be retained as Retail Commercial as currently designated on the General Plan and in the Otay Ranch GDP. Necessary revisions to the proposed GPU Freeway Commercial Focus Area Land Use Map and related policies, and corresponding revisions to the Otay Ranch GDP, to retain the Retail Commercial designation are included in Attachments 3A and 4A respectively. Reasons in support of the staff recommendation are:

- It is believed that the demand for retail property will remain very strong and the change to mixed use residential will reduce the inventory of available land necessary for needed retail commercial property
- The property is located adjacent to existing, significant retail uses and has been planned as part of a retail corridor which transitions from big-box /warehouse retail to the north, to other freeway-oriented commercial (the Otay Ranch Town Center currently under construction) and followed by the EUC farther to the south.
- It is situated on three sides by significant arterial roadways, Olympic Parkway, SR 125 and Eastlake Parkway. This makes the property highly conducive to retail development while reducing its viability as a livable residential community.

- Residential development of this site would be isolated from many necessary residential services and amenities, such as parks, elementary schools and other community purpose facilities, and other residential communities. Substantial residential capacity is already provided in other, better suited areas of Otay Ranch.

Gun Club/Bird Ranch, Otay Valley District -

Staff supports an alternative to the Steering Committee's Preferred Alternative recommendation of Open Space – Active Recreation, for a portion of this approximately 209 acre area. This same area also comprises Planning Area 20 of the Otay Ranch GDP. Staff recommends a 15-acre portion of the District and Planning Area be designated Mixed Use Commercial. Accompanying Staff's recommendation are policies that direct that the commercial uses be limited to those that support the existing, nearby recreational uses, the amphitheatre and waterpark, and potential, future uses allowed on the remaining lands designated for active recreation. Necessary revisions to the proposed General Plan Land Use Map and related District policies, and corresponding revisions to the Otay Ranch GDP to effect the Mixed Use Commercial designation are included in Attachments 3B and 4B respectively. Reasons in support of the staff recommendation are:

- These additional supporting uses would strengthen the attraction to the existing recreational uses in the area as well as encourage new active recreational uses. This point was specifically put forth in the Economic Development Strategy recently adopted by City Council.
- The commercial uses would be required to be carefully sited to avoid impacts to sensitive biological habitats and other natural resources and measures to reduce impacts to adjacent resources strictly applied.
- Such uses would be required to be consistent with those identified in the City's MSCP Subarea Plan and the Otay Ranch Resource Management Plan.

Miscellaneous GPU Edits and Corrections (see Attachment 5)-

Since the September release, the need for several non-substantive edits and minor corrections has been brought to staff's attention, and are proposed for revision as summarized below and presented in erratas in Attachment 5.

- Graphical errors existed on two Figures, and in related text references to these Figures, in the Land Use & Transportation Element; Figure 5-4 Designated Scenic Roadways, Figure 5-6 Entryways and Gateways, and text in LUT Element Sections 3.1 and 3.2. The changes ensure the Figures correctly reflect road designations as presented in the text, and do not represent any material change to proposed scenic roadways, entryways or gateways. The text edits correct Figure number references and ensure consistency between the Figures and text.

- During printing, a line of text was inadvertently omitted from Policy GM 7.5 on page (GM-19) of the Growth Management Element. That line of text is reflected in the errata.
- Text addressing the Mixed Use Residential component of the Freeway Commercial Focus Area under the GPU Steering Committee Preferred Alternative was inadvertently omitted from the Land Use and Transportation Element East Area Plan. The proposed text would modify Objective LUT 96 and add a new Policy LUT 96.3 to address mixed use residential in the northerly part of the Freeway Commercial Focus Area, in the event the Steering Committee recommendation is approved.

Miscellaneous Otay Ranch GDP Edits and Corrections (see Attachment 6)-

- Otay Ranch GDP, Part 2, Section E, SPA Requirements; in response to comments, staff is proposing to add a statement to the current list of SPA requirements to clarify that population calculations for SPA Plans will be determined based on current coefficients at the time of SPA Plan preparation. This is in keeping with past practice.
- Reference to La Media Rd. was inadvertently omitted from, Part II, Chapter 2, Section B of Circulation Element Arterial and Major Roads, and has been added.
- A policy allowing limited commercial uses was inadvertently inserted into the Preferred Alternative for Planning Area 20.

E. Alternatives Proposed by Others

In addition to the alternatives proposed by staff, and the miscellaneous edits and corrections as noted above, there are two instances where other parties desire that the Planning Commission support, and the Council approve an alternative other than the Preferred Alternative. Those involve a portion of the South Broadway area, and the Southwest Town Focus Area along Third Avenue between Naples St. and Orange Ave as follows:

South Broadway District (see Attachment 7A)-

Portions of the South Broadway District south of Naples Street are proposed for change to Mixed Use Commercial in the Preferred Plan. Other stable commercial and some residential uses are not proposed for change. One option asked to be considered by a member of Council is the provision of Mixed Use Residential on properties south of Palomar Street, and generally extending to Anita Street, consistent with those presented in GPU Scenario 2.

Scenarios ranging from Mixed Use Residential to Mixed Use Commercial were considered for the entire length of the South Broadway District (See Section IV of this report and Attachment 8). However, the GPU Steering Committee and staff agreed that from Naples Street to Main Street there should be space reserved for automotive service uses, which don't mix compatibly with residential uses. With redevelopment being considered for most of Broadway that would include the addition of housing, this

segment as well as other Limited Industrial areas within the Main Street District remain the few areas that would be compatible for automotive service uses.

Consideration to allow for Mixed Use Residential in the area could aid the redevelopment of some properties in the near-term by providing additional economic potential in the currently strong housing market. Because both options have been analyzed within the GPU EIR, Council can decide between them.

South Third Avenue District - Southwest Town Focus Area (see Attachment 7B)-

The South Third Avenue District includes Mixed Use Residential redevelopment south of Naples Street to Palomar Street. This area is identified as the “Oxford Town Focus Area” for the Southwest Planning Area, and will be served by a future Bus Rapid Transit (BRT) station near Palomar Street and Third Avenue. One option asked to be considered by Rudy Ramirez, a member of the GPU Steering Committee representing the Southwest Planning Area, is to shift or extend the Town Focus Area further south to include both sides of Third Avenue down to Orange Avenue. Crossroads II has also indicated support for this consideration.

Staff has met with Mr. Ramirez and representatives of Crossroads II and has prepared a draft option for Council consideration that incorporates their proposal, and is acceptable to staff (See Attachment 7B). The option calls for extending the boundaries of the focus area down to Orange Avenue and renaming the focus area as the “Southwest Town Focus Area.” The option also calls for conducting a special study to determine the precise boundaries for the Southwest Town Focus Area, followed by the preparation of a specific plan already proposed in the GPU text to guide future development of the area

III. OVERVIEW OF THE GPU’s MAJOR PLANNING PROPOSALS

The following section of the report offers a quick summary of the GPU’s major planning proposals in key topic areas including land use, transportation, environmental, growth management, public facilities and services, and implementation. Further discussion and detail is presented in Section IV of this report, and in Attachment 8.

A. Land Use

The City’s General Plan encompasses 58,422 acres. The General Plan Update (GPU) leaves the land use designations for 53,096 acres of this area unaffected, and proposes land use changes on only 5,268 acres, or less than 10 percent of the planning area. Land use changes proposed by the General Plan Update are restricted to limited areas within three planning areas: Northwest, Southwest, and East. However, several of the objectives and policies presented by the General Plan Update apply broadly to the General Plan area.

Below is a brief summary of the Preferred Plan modifications for each planning area:

Northwest: Increased mixed use development, allowing more residential and transit-oriented uses in the vicinity of major transit corridors; increased multi-family and decreased single-family in the Urban Core, nearly doubling the number of dwelling units.

Southwest: Focuses redevelopment within the Montgomery Subarea to facilitate economic opportunities through appropriate designation of transit-oriented, industrial, commercial and higher-density residential. Promotes mixed use or other appropriate densities to facilitate smart growth planning, and to establish an identifiable town center area

East: Changes in Otay Ranch Subarea's four planning districts are made that increase overall densities for residential use while increasing lands designated for commercial and industrial. Lands designated for public/quasi-public uses and the amount and location of open space and parklands are altered. Revisions are made to the arterial roadway system. Amendments to the Otay Ranch Subarea's General Development Plan (GDP) text, land use maps and tables, are made consistent with the General Plan Update. Includes increased acreage for residential, industrial, and commercial land; establishing a new Town Center (TC) land use designation, which allows higher density housing, office, retail and other commercial development than allowed in traditional village cores.

B. Transportation

1. The following changes to the current, adopted Circulation Element are proposed (see Attachment 9):
 - Removal of Main Street from Heritage Road to La Media Road
 - Realignment and reclassification of Rock Mountain Road to connect to Main Street at Heritage Road
 - Removal of Alta Road south and east of Eastlake Parkway
 - Reduction of travel lanes on H Street between Broadway and Hilltop Drive from six to four
 - Deletion of current half-diamond interchange at Palomar Street/I-805
 - Removal of the Woodlawn Avenue connection between F and G Streets
 - Reduction of travel lanes on Otay Lakes Road, from Bonita Road to East H Street, from six to four
 - Removal of the Blacksmith Road connection to Proctor Valley Road
2. The following new roadway classifications are proposed within the Urban Core and its immediate environs:
 - Gateway Street
 - Urban Arterial
 - Commercial Boulevard
 - Downtown Promenade

In addition to the above-listed new street classifications in the Urban Core, the following new classification will be implemented in the East Planning Area:

- Town Center Arterial

3. Establishment of a Citywide Bus Rapid Transit (BRT) Network

SANDAG's adopted Regional Transit Vision calls for a network of fast, flexible, reliable, and convenient transit services that connect where people live with where they work, and other major activity centers. The South Bay Transit First-Tier One Plan (also described as Bus Rapid Transit (BRT)) involves the implementation of enhanced transit service strategies designed to improve the attractiveness and viability of transit to capture trips that typically travel by single-occupancy passenger cars. The overall intent is to use improved buses that emulate rail service by increasing vehicle speeds and rider comfort and convenience. Market research has defined four color-coded service concepts to address varying needs. Together, these different service concepts make up a comprehensive system that complements and supports existing and planned land uses.

C. Environmental

The primary goal of the Environmental Element is to promote sustainable development, a means of balancing growth and economic progress with the protection of natural resources and the environment in a socially responsible manner. The topic areas below address the components of the Environmental Element (which combines the conservation, open space, safety, and noise elements into one) that are intended to achieve this goal.

- Conservation – Addresses biological conservation, energy, water and mineral resources.
- Open Space – Includes four open space categories addressing general open space, preserves, active recreation and parks.
- Environmental Justice – Addresses the equitable distribution of public facilities and the avoidance of disproportionate impacts to lower income and minority populations through appropriate land use planning.
- MSCP Subarea Plan – Achieves consistency and full incorporation of the City's previously adopted plan throughout the General Plan.
- Water Quality – Ensures protection of water quality and encourage continued participation in regional watershed planning.
- Water Supply – Promotes water efficient communities and conservation programs and enhance City's existing water conservation program.
- Mineral Resources – Provides for the identification and extraction of resources, as well as restoration.
- Air Quality – Provides for land use planning that includes walkable communities, transit, siting of new sensitive receivers, and siting of new or re-powered energy generators.
- Energy Conservation – Promotes decreased dependence on non-renewable energy sources, energy efficient construction, use of alternative electricity, and promotes the establishment of energy conservation programs.
- Solid Waste Disposal – Promotes recycling, proper disposal of household hazardous waste, and composting to reduce solid waste disposal.

- Cultural Resources - Discourages the disruption, demolition and other negative impacts to historic cultural and paleontological resources.
- Ecotourism – Encourages the collaboration with other jurisdictions and agencies to explore future possibilities for ecotourism.
- Natural Hazards – Provides for risk reduction strategies associated with natural hazards related to geology, flooding, wildland fires and hazardous materials and waste.

D. Growth Management

Chula Vista's growth management program has been an effective tool in managing growth in the city since 1987. The General Plan Update builds on this success and recommends additional features that improve the flexibility of the program to address changing circumstances and expands policy language to allow additional management tools to be at the City's discretion.

Therefore, the basic structure of the growth management element remains intact. Additional features have been incorporated.

Urban infill, redevelopment, and revitalization were not significant growth factors in 1987. Hence the development of the original growth management element was focused on greenfield suburban style features. With an increased emphasis on the western portion of the city there is the need to reevaluate the growth management thresholds to ensure that those thresholds provide an adequate level of facilities and services; that their provision is timed appropriately; that financing methods are identified; and that they support growth objectives and do not, instead, stymie efforts to improve the overall quality of life. The General Plan Update provides that both thresholds and financing methods be tailored to achieve these objectives in western Chula Vista and other urbanizing areas.

A common growth management tool used around the country is to regulate the rate of growth when that growth is deemed to be detrimental to the community's quality of life, public health, safety or welfare. Chula Vista does not currently possess this mechanism. The General Plan Update recognizes this deficiency and incorporates language that allows for the creation of an ordinance that will establish the City Council's ability to impose a growth rate cap or other metering mechanism should they determine that the rate of growth has the potential to create, or is creating, community problems.

E. Public Facilities and Services

Water – Policies direct City staff to continue our close working relationships with the water districts and the County Water Authority (CWA) to ensure that water availability and infrastructure are adequate to meet the future needs as the City continues to grow. Continued efforts at water conservation and use of recycled water are also addressed.

Sewer - The General Plan Update provides a context whereby sewer demands can be estimated and appropriate hook-up fees levied to finance the purchase of the capacity required.

Drainage - Regardless of the General Plan Update the City is subject to the City of Chula Vista Grading Ordinance, the Subdivision Manual, Storm Water Management Standards Requirements Manual, and “best management practices” (BMP) requirements for construction sites. Chula Vista is also part of the National Pollutant Discharge Elimination System (NPDES).

Law Enforcement - The new Police Department facility will provide capacity to support future growth. Additional officers, staff, and equipment will be added incrementally as the city grows and need is evaluated.

Fire Protection - The General Plan Updates supports the continued implementation of the existing or updated Fire Station Master Plan that identifies station and equipment requirements.

Schools - The General Plan Update identifies the number of schools that may be needed to accommodate growth. Although the provision of school facilities and services is the responsibility of the respective school districts, there has been increased cooperation between the City and the districts to assure that schools are constructed in a timely fashion.

Libraries – Policies call for updating the Chula Vista Public Library Facilities Master Plan within the next five to eight years to insure that the facilities and standards are up-to-date and applicable.

Parks and Recreation – Recognizing land constraints and other factors associated with urban redevelopment, policies call for the recognition of “urban parks” and features that may be different in character from traditional park and recreation facilities, such as those in the East Planning Area.

Art & Culture, Child Care and Health Services – A general plan is not required to include art, culture, child care and health services as an element of the plan. However, the City of Chula Vista has recognized that these services are vital to a healthy community. Supporting general plan policies are designed to insure that these services are sited appropriately and that the activities are encouraged by both the public and private sector.

Civic Presence – Policies maintain the City’s facilities as convenient and promotes professionalism of the staff.

Energy - The General Plan Update recognizes that, as the City grows, additional energy related facilities, or substations, will be needed. Locations of future facilities will be specified in the Sectional Planning Area process.

Solid Waste - The General Plan Update recognizes that the City has contractual agreements and options to provide solid waste disposal services through the build-out year of 2030.

F. Implementation

The implementation chapter identifies implementation measures – actions, plans and programs – associated with carrying out the direction of each of the General Plan Elements. These measures

are designed to achieve and accomplish the goals, objectives and policies that will bring about the vision established for Chula Vista's future. In effect, the implementation measures serve as the critical link between the General Plan and tangible actions. At the end of the implementation chapter, there is an implementation table for each General Plan element. The tables, designed to be a reader's guide for those putting together work programs, cover all the policies of a particular element and the implementation measures that need to be accomplished. A more detailed implementation and monitoring program including recommended priorities, schedules, funding sources, companion agencies and related General Plan policies will be prepared and maintained separately from the Chula Vista General Plan text.

IV. OVERVIEW OF THE PROPOSED PREFERRED ALTERNATIVE

This section of the staff report presents a condensed of the summary of the proposed Preferred Alternative that is reflected on the proposed Land Use and Transportation Diagram, and in the text of the Draft General Plan Update document - the Land Use and Transportation Element in particular. As presented earlier in Section II.C of this report, the Preferred Alternative (inclusive of the errata edits in Attachment 1) reflects the Steering Committee's consensus.

Staff has only two instances where our recommendations vary from the Steering Committee; the Freeway Commercial area in Otay Ranch, and the old Gun Club site along Heritage Road across from Coors Amphitheatre. Staff's recommendations for those areas were previously discussed in report Section II.E.

The following summary discussions are intended to simply highlight and convey the main proposals and their general rationale within each of the three major Planning Areas (Northwest, Southwest and East), and their Subareas and Districts. Attachment 8, and the text of the GPU and the DEIR contain a more expanded description and discussion.

There are also several other instances in which property owners or other parties may desire the approval of land use proposals contained among the alternatives evaluated as part of the GPU, but not reflected in the current Preferred Alternative. One instance exists in the Northwest, and two in the Southwest Area. Each of those is addressed below in conjunction with the associated Area discussion under the heading of "options proposed by others", and also presented further in Attachment 8.

A. Northwest Area

The Northwest Planning Area consists of approximately 4,000 acres located north of L Street and west of Interstate 805. This area constitutes the original town plan for the City of Chula Vista and is divided into three planning Subareas in the Draft GPU; the Urban Core, Hilltop and Lower Sweetwater Subareas. The majority of changes are proposed within the Urban Core Subarea; however, stable neighborhoods throughout the Northwest Subarea are protected through policies in the Draft GPU.

1. Area-wide Proposals

Several Northwest Planning Area-wide proposals have been identified throughout the General Plan Update process and have been responded to in the Draft GPU. The following is a brief synopsis of these area-wide proposals.

a. Transit and Transit Focus Areas

Four areas are proposed for the highest densities and intensities and mix of land uses, given their location in proximity to existing and future transit stations, and their role as major activity areas: the Eastern Urban Center in Otay Ranch, and the three “transit focus areas” (TFAs) surrounding the existing trolley stations at E Street/Interstate 5 and H Street/Interstate 5, and the future station area near H Street and Third Avenue.

b. H Street Transit Corridor Special Study

On August 10, the City Council requested that a policy be added to the Draft GPU calling for a special study analyzing and evaluating the appropriateness of future General Plan/specific plan changes that could result in a different mix of land uses, development intensities, and urban form, than called for in the GPU. The study area would generally be along H Street between Interstate 5 and Fourth Avenue. Policy for this study was included in the edits document released on September 19, 2005 (Document 2 of 2).

c. Mobility

Emphasis is on pedestrian-friendly streets and mixed uses and intensification that would result in shorter vehicular trips or the use of other modes of travel. A new classification of streets is proposed, along with a transit network connecting the Bayfront to the Urban Core, and to the East Planning Area. A shuttle system and pedestrian connections between downtown and the Bayfront is also proposed.

d. Urban Design and Neighborhood Protection

Policies addressing the issue of urban design and form, as well as community character and neighborhood protection are included. (Please refer to Chapter 5 Land Use and Transportation Element, Sections 7.2, 7.5, 7.6, 9.3.8 and 9.4, for policies.) The Urban Core is targeted for substantial change over time.

e. Parks and Recreation

New residential development in the Northwest will be primarily apartments and condominiums in a more intense urban environment; therefore, it is anticipated that the size of any new parks in this area, and the type of amenities provided, will be appropriate to an urban environment and may be somewhat different than what is found in parks built in the East Planning Area’s suburban master planned communities. (Please refer to Chapter 8 Public Facilities and Services Element, Section 3.5 Parks and Recreation, for policies).

2. District-level Land Use Proposals

The Urban Core Subarea consists of five districts where change is proposed; the Downtown Third Avenue, Interstate 5 Corridor, H Street Corridor, Mid-Broadway and Mid-Third Avenue Districts. A summary description of the proposed General Plan land use changes in these areas is provided below, with greater detail in Attachment 8. Please see Section V of this report for a description of other land use Scenarios (1 through 3) considered in developing the Preferred Alternative for the Northwest Planning Area.

- a. **Downtown Third Avenue District**
The Draft GPU proposes increased residential densities in a mixed use arrangement within the Downtown Third Avenue District, as well as the retention of the pedestrian scale retail along the Third Avenue frontage.
- b. **Interstate 5 Corridor District**
Within the Interstate 5 Corridor housing will be mixed with commercial along Broadway, north of I Street, higher density housing will be provided between Interstate 5 and Broadway, and increased development intensity with taller building forms surrounding existing trolley stations at E Street and H Street and at primary gateways into the City. Visitor-serving uses are focused along these gateways where they intersect with Broadway.
- c. **H Street Corridor District**
The H Street gateway continues east as the H Street Corridor District, a transit boulevard between Broadway and Third Avenue that supports redevelopment of the Chula Vista Center with added housing and offices and future transit station (BRT), expanded office uses near Scripps Hospital and the provision of more intense mix of housing with commercial near a future transit (BRT) station near Third Avenue and the South County Regional Center.
- d. **Mid-Broadway District**
The Mid-Broadway District, located between I Street and L Street will provide additional housing mixed with commercial providing more vitality.
- e. **Mid-Third Avenue District**
The Mid-Third Avenue District reinforces the segregation of stable retail and office land uses between I Street and L Street.
- f. **Flower Street Property**
This property proposed for change involves approximately 3 acres and is located on the south side of Flower Street, extending from Fifth Avenue to just east of Brightwood Avenue. The proposed change would be from Residential Low Medium to Residential Medium to reflect largely what exists in the area today.

- g. Lower Sweetwater Subarea
North Second Avenue Property – This property proposed for change involves approximately 70 acres located south of State Route 54 and between North Second Avenue and Interstate 805. The property includes approximately 3 acres on the east side of North Second Avenue, overlooking the remaining property, a portion of which currently contains the KOA campgrounds. Proposed changes include designating the 3-acre property as Residential Low and the remaining 67 acres as Open Space Recreation. In addition, a Community Park is proposed for a portion of the 67-acre property to help serve existing and future residential in the Northwest portion of the City.
- h. Harbor Drive-in Property
This property proposed for change involves approximately 11 acres located on the north side of State Route 54, just east of National City Blvd, and adjacent to the boundary with National City. The property is currently designated as Limited Industrial and was the site of the former Harbor Drive-in Theater. The proposed change would be to Mixed Use Commercial, which would be consistent with existing commercial along National City Boulevard.

3. City Council Requested Option-

As presented in Section I.C of this report, on November 1, 2005, the City Council directed staff to include an option for consideration that would clarify design considerations for Transit Focus Areas in the Northwest Planning Area, and would limit building heights to mid-rise in the TFA at H Street and Third Ave. That option language is presented in Attachment 1, and recommended for adoption.

B. Southwest Area

The Southwest Planning Area consists of approximately 5,750-acres located south of L Street, west of Interstate 805. The Southwest Planning Area is divided into the Montgomery and Castle Park Subareas; however, changes are only proposed within the Montgomery Subarea. Like the Northwest Planning Area, the Draft GPU contains policies for the protection of stable neighborhoods throughout the Southwest Subarea.

1. Area-wide Proposals

Several Southwest Planning Area-wide proposals have been identified throughout the General Plan Update process and have been responded to in the Draft GPU. The following is a brief synopsis of these area-wide proposals.

a. Protection of Neighborhoods

The policies proposed in Chapter 5, Land Use and Transportation Element, LUT 8.31 Residential Neighborhoods, are intended to maintain and improve several stable residential neighborhoods or enclaves, including but not limited to Harborside, Castle

Park, Otay Town, Broderick Acres, Woodlawn Park and Whittington Subdivision. Neighborhood revitalization programs, zoning standards that address appropriate transitions and/or buffers, the provision of transportation options, and the provision of nearby local retail and other services.

b. Mobility

The policies proposed in Chapter 5, LUT 8.3.4 Mobility, are intended to provide for a variety of modes of transportation, including: 1) an east-west rapid transit line; 2) establishment of a north-south shuttle system; and, 3) establishment of significant trails or pedestrian pathways.

c. Parks and Recreation

The GPU proposes policies to address both the provision of new local parks, and the continued creation of the Otay Valley Regional Park. Chapter 5, LUT 8.3.5 and Chapter 8, Public Facilities and Services Element, PFS 3.5 Parks and Recreation contain policies that call for increasing park and recreation facilities within the Southwest Planning Area, as well as the provision of active park nodes along the Otay River.

d. Open Space Conservation

Through implementation of the City's Multiple Species Conservation Program (MSCP) Plan; respecting the San Diego National Wildlife Refuge within the South San Diego Bay (see policies contained in Chapter 9, Environmental Element); and controlled public access and protection of open space through efforts of the Otay Valley Regional Park (see policies contained in Chapter 8, Public Facilities, PFS 3.5 Parks and Recreation), sensitive plant and animal species will be protected and enjoyed for generations to come.

2. District-Level Land Use Proposals

The Montgomery Subarea consists of five districts proposed for change in the Draft GPU; the South Third Avenue, South Broadway, Palomar Gateway, Main Street and West Fairfield Districts. General Plan Update proposals for each of these subareas are discussed below. A description of the vision for these districts/areas and a profile of the proposed General Plan land use changes are included in Attachment 7. Included in each district/area description is a comparison of the adopted land uses and acreage to the proposed changes, followed by a profile stating the purpose of the changes. Please see Section VI of this report for a description of other land use Scenarios (1 through 3) considered in developing the Preferred Alternative for the Southwest Planning Area.

a. South Third Avenue District

The Draft GPU provides for the increase of housing in a mixed use arrangement with retail and offices along both sides of Third Avenue, between Naples Street and Palomar Street, within the South Third Avenue District. This segment of Third Avenue, containing nearby public uses (post office, neighborhood park,

etc.), is intended to redevelop as a pedestrian-oriented Town Focus Area for the Southwest Planning Area.

b. South Broadway District

Also proposed for an increase of housing mixed with commercial to increase vitality and local services, is the South Broadway District, from L Street to Naples Street. South of Naples Street, Broadway is planned for commercial and auto-serving uses.

c. Palomar Gateway District

The Palomar Gateway District, located at the primary gateway into the City from Interstate 5 at Palomar Street, is the focus of increased housing with a mix of commercial services in a transit focus area near the Palomar Street Trolley. Additional housing is provided for in the neighborhood south of the focus area.

d. West Fairfield District

On the west side of Interstate 5, south of Palomar Street, is the West Fairfield District. The West Fairfield District is proposed to be redeveloped with a mix of commercial uses with good freeway access from Palomar Street and Main Street. The district includes the expansion of developable land through the future reclamation of an existing settlement pond. An option provided for in the Draft GPU includes the establishment of an education facility for the district.

e. Main Street District

The Main Street District includes both sides of the Main Street corridor, extending south to the Otay River. The Draft GPU proposes to reinforce the industrial land uses on both sides of Main Street, through expanding the depth for uses on the north side and establishing a balance between redevelopment and open space restoration along the Otay River Valley through master planning.

3. Options Proposed By Others

In addition to the options proposed for the South Broadway and South Third Avenue areas presented in Section II.E of this report, staff is aware of two other private inquiries and potential requests for the consideration of GPU Options other than the Preferred Alternative. These are briefly outlined below and discussed more fully in Attachment 8.

Neither of the following two potential requests has been addressed in the CEQA findings for the Final EIR, and would therefore not be able to be acted upon by the Planning Commission or City Council through the Resolutions presented with this report. Any desire of the Planning Commission or City Council to further entertain either of these inquiries would require further evaluation and documentation, and would need such direction to staff from the Commission and/or Council.

- a. West Fairfield (Charles Company)- The Charles Company has approached the City on several occasions regarding their desire and efforts to acquire the land

within West Fairfield, and to design a comprehensive mixed use development proposal. They have shared preliminary concept alternatives with staff, and received our initial feedback. While they have indicated potential interest in developing Mixed Commercial (retail/office) consistent with the Preferred Alternative, they have also expressed desire to potentially include residential uses which would not be consistent, and would require consideration of GPU Option 1, which evaluated a Mixed Use Residential designation. Staff remains supportive of the Preferred Alternative. If a more refined proposal (which includes control of the land) were to come forward for analysis, an associated potential General Plan Amendment could be considered at that time.

- b. Main Street/Beyer Blvd. (Nelson Trust)- Several prospective buyers have approached the Nelson Trust regarding potential acquisition and redevelopment of the Trust's properties near the southwest corner of Main St. and Beyer Blvd. Approximately half of the property is currently leased to Hansen Aggregates who operates construction materials (sand/rock) and truck maintenance businesses there. Staff has spoken with representatives from the Trust and prospective buyers about the site and the GPU's proposals. The Preferred Alternative, which staff continues to support, designates about half the property as Limited Industrial and half as Open Space and a prospective Community Park site in concert with the Otay Valley Regional Park Concept Plan. The Trust may desire to expand the Limited Industrial to include the majority of the property, as was considered among the GPU Options.

C. East Area

The East Area Plan is composed of six subareas located east of Interstate 805 as depicted on Figure 5 in Attachment 8. The six subareas include: Master Planned Communities; East Main Street; Unincorporated Sweetwater; Unincorporated East Otay Ranch; Other Miscellaneous; and Otay Ranch. Only minor changes are proposed for five of the six subareas which are summarized below. The more significant proposed amendments occur within the undeveloped portions of the Otay Ranch Subarea, and are also summarized below. An expanded discussion of the GPU proposals for the Otay Ranch Subarea is provided in Attachment 8, and includes area-wide planning proposals as well as specific district-by-district proposals. References to the applicable sections and chapters within the proposed General Plan Text are provided at the end of each Subarea or District discussion.

1. Overview of East Subarea Proposals-

- a. **Master Planned Communities**
Policies in the General Plan Update call for maintaining these communities east of Interstate 805 that have been approved and constructed in accordance with adopted general development plans and or sectional planning area plans, and that

adopted plans continue to guide the completion of development activities in these communities. (Please refer to Chapter 5, Section LUT 10.4.3).

- b. East Main Street
Policies within the GPU give direction to maintain existing, stable neighborhoods; expand resident-serving commercial activities; preserve sensitive resources and open space lands; support recreational uses in the area; and phase out the auto wrecking yards by expediting relocation processes. One land use change is proposed. (Please refer to Chapter 5, Section 10.4.4.)
- c. Unincorporated Sweetwater
Policies are intended to preserve the subarea's current characteristics (stable, well-maintained single-family neighborhoods with supporting retail commercial and open space) and to encourage close cooperation with the County and the Sweetwater Community Planning Group. One land use change is proposed. (Please refer to Chapter 5, Section 10.4.1.)
- d. Unincorporated East Otay Ranch
Located entirely within the unincorporated County of San Diego and included within the County's Otay Subregional Plan, its rugged topography, important biological habitat, and scenic resource value are reflected in GPU policies that maintain lower intensity development with significant portions of the area preserved as open space. Direction is also provided to evaluate areas for annexation that require City services (the area currently lacks urban-level services). (Please refer to Chapter 5, Section 10.4.2.)
- e. Other Miscellaneous Areas
There are several other areas within the East Planning Area, composed predominately of residential neighborhoods having developed at various times and with varying housing stock. GPU policies are intended to maintain these stable neighborhoods, directing that policies and regulations within the General Plan and Zoning Ordinance continue to guide development activities. (Please refer to Chapter 5, Section 10.4.5.)
- f. Otay Ranch

Areawide Proposals-

Land use designations and policies are proposed to the four Districts in the Subarea with the intent of maintaining and enhancing a balanced and sustainable community that provides for the employment, social, and recreational needs of its residents. To improve the jobs-housing balance, additional land is designated for high-tech industrial and commercial employment, and higher residential densities provide for a greater variety of housing stock. Two new higher density, high intensity mixed use Town Centers are proposed that provide for additional

housing units that are pedestrian friendly and less dependent on automobiles. Policies are proposed that place an emphasis on the creation of a university with land use designations to provide for the additional housing, transportation, and commercial and research facilities to support it. Policies intended to enhance and encourage successful development of the Eastern Urban Center are proposed, as are policies to strengthen the preservation of large areas of natural open space as part of the MSCP's managed preserve system. (Please refer to Chapter 5, LUT Section 10.4.6)

A comprehensive amendment to the Otay Ranch GDP is proposed concurrently with the GPU so that it reflects and maintains consistency with the land uses and policies in the General Plan. The amendment includes adjustments to the Otay Ranch Preserve boundaries in the Resource Management Plan to make the Preserve boundaries consistent with the MSCP boundaries along Salt Creek and the Otay Valley.

Many of these proposed changes are an extension of, or improvement upon, land development concepts previously introduced to the Otay Ranch as further discussed in Attachment 8.

District-level Land Use Proposals-

There are four districts in the Otay Ranch Subarea as shown on Figure 6 of Attachment 8. A brief summary of proposals for each are listed below, with more detailed descriptions in Attachment 8.

a. Western District

West end of Otay Ranch Subarea, composed of Villages Two, Two West, and Three, and Planning 18 B of the Otay Ranch GDP. Major proposals are intended to maintain adequate land use buffers for residential uses from the Otay Landfill by retaining lands designated Limited Industrial within the buffer; preserve major landforms and natural open space in and adjacent to Wolf Canyon and make development consistent with MSCP mapping and policies; develop a more intensely developed, pedestrian-friendly village and mixed use village core; and make public transportation more accessible to the Village.

b. Central District

Villages 4 and 7, and the westerly portion of Village 8. Proposals are intended to establish a pedestrian-friendly, higher-density mixed use town center generally centered on the intersection of Rock Mountain and La Media Roads, and served by the new Town Center Arterial roadway and efficient public transit service provided by BRT.

c. Eastern District

Five separate focus areas, located along the future SR 125 corridor that includes: the Eastern Urban Center (Planning Area 12), the eastern portion of Village 8,

Village 9, and the area currently shown as Village 10 (to be renamed University Campus). The changes proposed for this District are intended to provide for an intensively-developed urban core for the east Chula Vista, the EUC; retain lands designated for a university of higher learning while including new, specific policies intended to promote its development; provide for a higher density, pedestrian-oriented mixed-use town center; and increase land area designated for high-tech manufacturing and research.

d. Otay Valley District

Three parcels located along the Otay Valley in the southern portion of the Otay Ranch Subarea. Because these parcels are situated within and separated by open space lands, the planning proposal provides for land use and policies emphasizing protection of adjacent open space and sensitive resources and compatible, non-intrusive land uses.

V. GENERAL PLAN UPDATE SCENARIOS EVALUATED

Three initial “scenarios” (1-3) were prepared and evaluated during the GPU process, and were used as a basis for developing the Preferred Alternative with the Steering Committee. These Scenarios are also presented and analyzed in the GPU EIR.

Attachment 8 includes a description of each Scenario at the planning District-level within the Northwest, Southwest and East Planning Areas, and how each of the Scenarios analyzed in the Environmental Impact Report differs from the Preferred Alternative, and what the implications might be of choosing among these Scenarios.

VI. CONCLUSION AND FOLLOW-UP ACTIONS

Should the Planning Commission recommend and City Council approve the GPU and Otay Ranch GDP actions as proposed, staff would then finalize the GPU and GDP documents by merging the various respective edit documents and erratas into complete GPU and GDP texts for publication. Given the extent and complexity of the documents, it is possible that some minor, non-substantive grammatical errors and/or nuances will need to be corrected by staff. Staff does not intend to return to the Planning Commission or City Council on such minor corrections, but can provide a communication regarding the extent of any such edits when the final, published GPU and GDP texts are distributed.

It should also be noted that if the City Council elects to significantly deviate from the proposed Preferred Plan (or the staff recommended alternatives and edits), it is possible that additional analysis and environmental review may be required that would necessitate a continuance of the public hearings.

In addition to finalizing and publication of documents, staff will also prepare a GPU Implementation Program which will be returned to the City Council for action within 120 of approval of the GPU. One of the major aspects of that Program will be the Zoning Code Update,

and any other rezoning or Specific Plan efforts that will be needed to bring zoning into conformance with the adopted GPU.

FISCAL IMPACT

A Fiscal Impact Analysis was prepared in conjunction with the General Plan Update (GPU) to:

- Formulate an appropriate fiscal modeling methodology for the GPU process;
- Analyze the fiscal impact of incremental growth under the adopted General Plan;
- Analyze the fiscal impacts of proposed General Plan Update alternatives;
- Analyze the net fiscal impact of the preferred General Plan Update alternative; and
- Perform a risk analysis to identify the most important variables and probable ranges of outcomes.

Economics Research Associates (ERA) worked with Budget and Analysis and the Planning and Building Department, along with other City departments, to develop expenditure and revenue information. The Chula Vista Planning Area was divided into 8 fiscal analysis zones (FAZs), including one outside of existing City boundaries encompassing the area around Village 13 of Otay Ranch.

The GPU fiscal analysis considers the balance between revenues and expenditures at the GPU horizon year of 2030. As presented in the FIA report, the net annual incremental fiscal impacts at General Plan buildout are projected to be positive for the General Plan Update Preferred Alternative, both for the area within the current city boundaries, and with future annexation of the Village 13 area of Otay Ranch. The net annual incremental revenue is forecast to exceed costs by over \$4.5 million per year for the current city area, and by more than \$6 million per year when including the Village 13 area. The model can also be updated to use in future applications and project evaluations. The Fiscal Impact Analysis Executive Summary is contained in Attachment 10.

The major initiatives to carry out the General Plan Update will be further detailed in an implementation program to be presented to the City Council within 120 days of adoption of this update and will include additional information regarding potential fiscal and budget impacts. Individual work items brought to the City Council, such as the Zoning Code Update, will also contain more specific fiscal impact information.

Attachments

1. Proposed GPU text and Figure edits regarding TFAs.
2. GPU Public Outreach & Input Program Summary
3. Staff Recommended GPU Land Use Alternatives & Text Erratas
 - 3A- Freeway Commercial Area
 - 3B- Gun Club Area
4. Staff Recommended Otay Ranch GDP Land Use Proposals & Text Erratas
 - 4A- Freeway Commercial Area

- 4B- Gun Club Area
- 5. Miscellaneous GPU Corrections
- 6. Miscellaneous Otay Ranch GDP Corrections
- 7. Erratas for Land Use Alternatives Proposed By Others
 - 7A- South Broadway
 - 7B- South Third Avenue
- 8. Summary of Major GPU Planning Proposals, the Preferred Alternative, and Options Considered
- 9. Roadway Network Changes
- 10. GPU Fiscal Impact Analysis Executive Summary
- 11. Proposed MSCP Subarea Plan Mapping Amendment

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